

HOUSING

NEW LONDON

OPPORTUNITIES

CONNECTICUT



HOUSING OPPORTUNITIES

NEW LONDON, CONNECTICUT

U.P.A. Project Conn. P-117

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SOUTHEASTERN CONNECTICUT REGIONAL PLANNING AGENCY
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ABSTRACT OF REPORT

1. Title: **Housing Opportunities: New London, Connecticut.**
2. Author: Southeastern Connecticut Regional Planning Agency, 139 Boswell Avenue, Norwich, Connecticut 06360.
3. Subject: Housing site development program in Model City Neighborhood.
4. Date: February 1971.
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7. HUD Project No.: U.P.A. Project Conn. P-117.
8. Abstract: The report reviews the process by which the Regional Planning Agency under an innovative grant directly assisted citizen groups in the New London Model City Neighborhood to initiate a housing program. SCRPA placed a two-man housing program staff in New London. This staff worked with local groups to identify their housing goals, to screen and select presently vacant land suitable for housing sites, to organize a neighborhood non-profit housing sponsor, to prepare preliminary housing designs and site plans, and to initiate applications for federal and state funding to implement the program. The report also presents the physical planning proposals resulting from the program.

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Wilbur Klatsky — Former Development Coordinator of New London

Robert Turk — Executive Director, New London Redevelopment Agency

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INTRODUCTION

Southeastern Connecticut needs more housing, particularly for low and moderate income families. The most recent statement of area housing needs was prepared by the U.S. Department of Housing and Urban Development (HUD) in June, 1970.* A similar report was prepared by the University of Connecticut for the Southeastern Connecticut Regional Planning Agency two years previous to the HUD report.

Both reports generally indicate the same needs in numbers of units throughout the region, and both show the New London sector to be one of the primary areas in which housing is of major concern. These reports also conclude that approximately 50 percent of the projected housing needed will be in the category of low and moderate income units which could be financed through available federal funding programs.

Also of significance is a survey conducted by Purcell Associates in the renewal sector of the New London Model City Neighborhood which found that the

citizens' greatest concern was for better housing.**

In late 1969 the Southeastern Connecticut Regional Planning Agency (SCRPA) was awarded innovative grants by HUD and the Connecticut Department of Community Affairs (DCA) to conduct a twelve-month housing program. The project had two phases: (1) assistance to the New London Model City Agency in solving relocation housing problems and (2) technical assistance to private, non-profit housing corporations operating in the region.

When the program began, it soon became evident that its two phases were in reality closely related and that the best approach would be to integrate them. This rationale was supported by the fact that the Hem-Shaw Development Corporation had recently been created as a non-profit housing sponsor out of the two largest neighborhood groups in New London's Model City Neighborhood: Hempstead Neighborhood Council and the Shaw Cove Association. After incorporation, Hem-Shaw was designated by the City Council as New London's Housing Development Corporation,

* "Analysis of the New London, Connecticut, Housing Market as of January 1970." U.S. Department of Housing and Urban Development, June 1970.

** "Socio-Economic Profile, Model City Area, New London, Connecticut." Purcell Associates, Hartford, Connecticut, October 1969.

making it eligible for funding through DCA. The incorporators were elected from the membership of the two neighborhood groups.

The staff of the SCRPA Housing Program made its initial contact with the Model City Agency in January of 1970 and began working with the Housing Task Force. Task Force meetings were also attended by Hem-Shaw members, which was the staff's first indication of the close ties in purpose among the local groups. The New London Redevelopment Agency and its consultants, Purcell Associates of Hartford, Connecticut, also participated in these meetings and provided technical support.

Generally the SCRPA Housing Program approach has been to listen first and then react with sensitivity to local desire and professional awareness to feasibility. Above all, the staff has strived to involve and to be involved.

THE PROJECT AREA

Figure 1 shows the outline of the Model City Neighborhood and its location in relation to the boundaries and other prominent features of the City

of New London. The Model City Neighborhood is a 365-acre area, centrally located in the City, with boundaries that exclude most concentrations of commercial or industrial land use. The Housing Program study area was generally the Model City Neighborhood, with some attention being given to areas immediately adjacent to this boundary.



THE CONCEPT

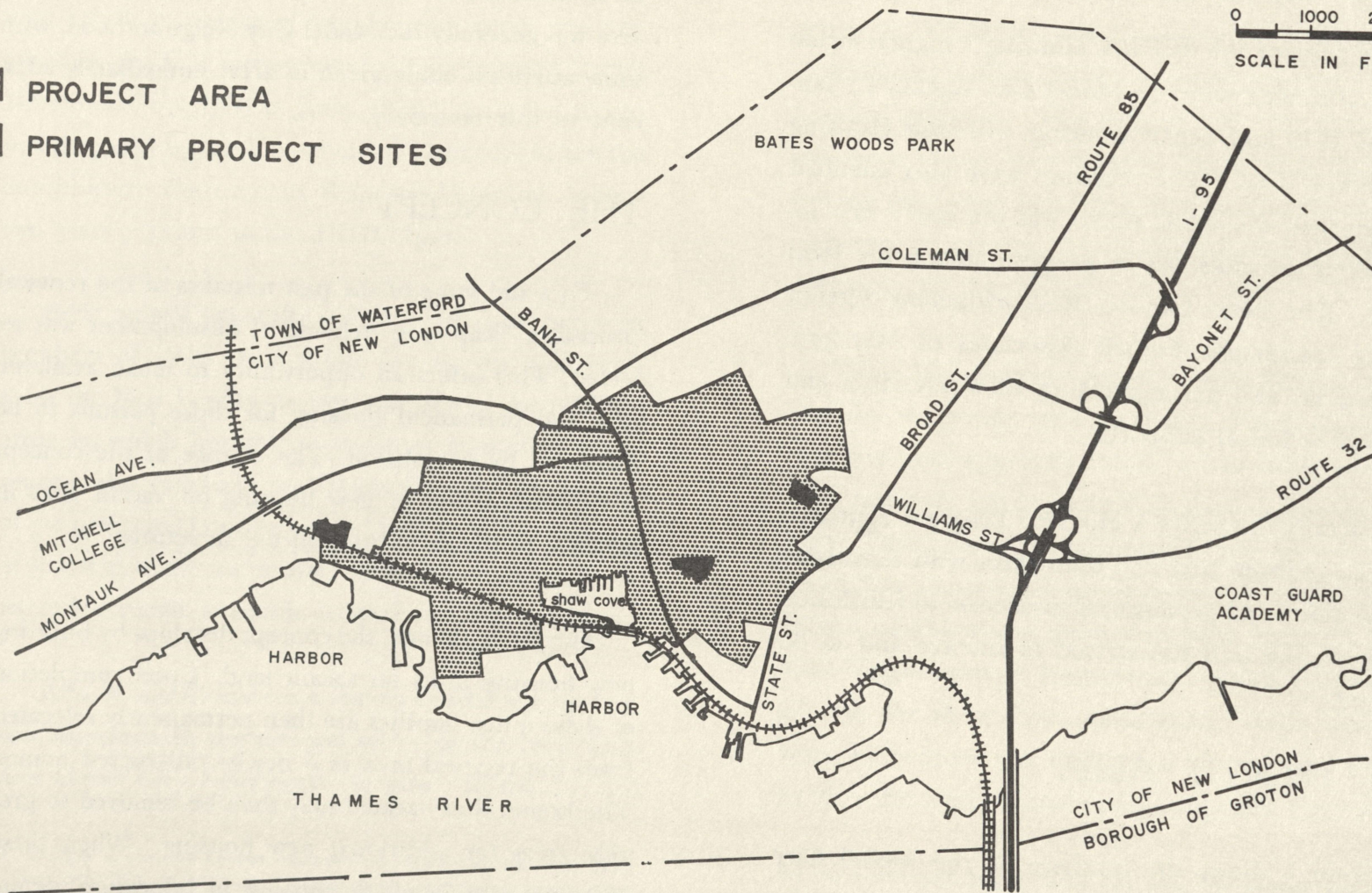
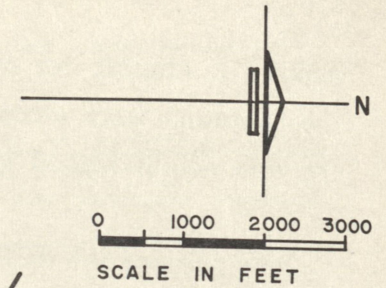
To avoid some of the past mistakes of the renewal process, a "leap frog" scheme of development was selected. This offers an opportunity to make available new and permanent housing for those persons to be displaced by demolition. The essence of the concept is the completion of new housing on vacant sites in advance of the demolition of old structures.

Simply explained, the concept develops by building new housing units on vacant land. Upon completion of these units, families are then permanently relocated from the renewal area into newly-constructed homes. The homes thus vacated may then be removed to provide areas for additional new housing. When these units are completed, the process of relocation, demolition, and construction starts anew in another sector

CITY OF NEW LONDON

PROJECT AREA LOCATION

-  PROJECT AREA
-  PRIMARY PROJECT SITES



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FIGURE 1

of the renewal area.

The original sites in this instance are small, providing for a limited number of new units. More space can be made available in the second development stage through planned acquisition, obtaining those parcels with vacated housing and adjoining poorly used commercial or industrial sites. This can provide space for a greater number of homes than is possible in the initial step. The third step would be to acquire land which is chiefly used for housing.

This process could continue on into as many stages as necessary to complete the renewal program. The initial step is to identify and select vacant parcels of land which are available and to determine their suitability for the type of housing units desired. The Innovative Housing Program is concerned with this first step of the process.

SITE AND HOUSING TYPE SELECTION

A field survey revealed 14 vacant parcels of land in or adjacent to the Model City Neighborhood. These sites were mapped and presented to a group made up of members of the Model City Housing Task Force,

officers of the Hem-Shaw Development Corporation, other interested citizens, and the New London Redevelopment Agency. The discussion which ensued disclosed much local awareness of physical conditions, ownerships, and availability of these parcels. This input from neighborhood citizens, accompanied by the assistance of the New London Redevelopment Agency and their consultants, Purcell Associates, along with the SCRPA staff's own analysis, reduced the number of possible building sites to be studied in depth to seven. (See Figure 2.)

At a subsequent meeting, the group discussed the detailed information accumulated on the seven sites, and further eliminations were made. Three sites were chosen as the best possibilities for the Hem-Shaw Development Corporation to pursue in planning its first sponsorship of moderate income housing. These were then inspected by HUD and given preliminary approval.

Early in the program, a site development game, "EDGES"*, was devised so that citizens could better acquaint themselves with problems of site planning

* Educational Development Game for Environment Systems.

PROJECT SITE LOCATIONS

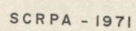


FIGURE 2

relating to building location, open space, parking, sidewalks, recreation areas, etc. EDGES involves the use of color coded blocks scaled to represent different types of housing units on a map of the same scale. It provides individuals the opportunity to grapple concretely with the problem of arrangement of facilities for the best land usage. If time had permitted the development and use of topographic relief maps, the results may have been even more educational for the non-professional participant. However, the game was a clear success in developing citizen understanding of the site planning process and in building a stronger relationship between citizen and professional.

The first meeting also indicated a lack of understanding concerning townhouses as a residential type. To counteract this, a pictorial display showing this type of housing in arrangements and settings differing from those familiar on the local scene was prepared. (See the Appendix for representative examples.) This placed the townhouse in a new light and did much to dispel local resistance to it. When a vote was taken, townhouses were the unanimous choice for the housing type to be considered in developing the program.

SITE PLANNING PROCESS

With the sites and housing type selected, it was evident that the Hem-Shaw Corporation would be the vehicle through which a new housing program could be realized. This program will serve relocation needs of the renewal process as well as begin adding much-needed new units in the low and moderate income segment of the New London housing market.

Working with the program consultants, Cogen, Holt and Associates, the SCRPA Housing Program staff began accumulation and assembly of data for the submission of a project feasibility application for HUD approval.

Much of the SCRPA staff time was devoted to the creation and development of ideas concerning the physical aspects of the program: house type, floor plans, site plans, etc. Each site was handled as a separate problem, with the solution being a scheme which utilizes its surroundings and provides for the needs and desires of the prospective occupants expressed in the many meetings held for this purpose.

One of the first decisions to be made following site

selection was the type of housing unit that would best serve the indicated needs. The unanimous choice was the townhouse or rowhouse. This type of housing can provide individual access, private yard areas for each unit, and the ability to control amounts and relationships among spaces for buildings, green areas, and paved areas. The flexibility of this type of unit in dimension and grouping allows working with sites ranging over a large spectrum of shapes, sizes, and topography.

Typical floor plans for two-, three-, and four-bedroom townhouses were designed (See Figures 3, 4, and 5.) to develop space allocations in the illustrative site plans. The approach to this problem was to create the floor plan layout and then check it against the minimum requirements set forth by HUD in its handbook, "Minimum Property Standards for Multi-Family Housing," FHA 2600 (MPS). As can be seen in the table on page 11, room sizes in most cases exceed the minimums set down in the HUD "MPS."

The illustrative site plans (See Figures 7, 9, and 11.) evolved through a trial and error process which started before the decision to pursue the townhouse development style. At first, plans were drawn employ-

ing either townhouse or garden style walk-up apartments and also variations which used both types of units on the same site. With the decision to focus solely on townhouse schemes, the staff sought out many alternatives in the use of each site for open space, parking, and building arrangement.

One technique which resulted in significant input by the Hem-Shaw Corporation members toward finalizing the plans presented in this report was a tour of housing developments in New Haven, Connecticut. The trip was conducted by the program consultants under the SCRPA contract and included housing that was both completed and under construction. This tour covered eight or ten developments erected through several HUD programs. It exposed the Hem-Shaw Board to a variety of densities, neighborhood locations, materials, styles, and some innovative concepts. The Board members came away with some definite ideas on what they would and would not like to see done in New London. Later discussion of these ideas with the Board and other interested citizens solidified the character of the illustrative site plans presented in this report.

It must be emphasized that the floor plans do not represent the final plans for development. These plans

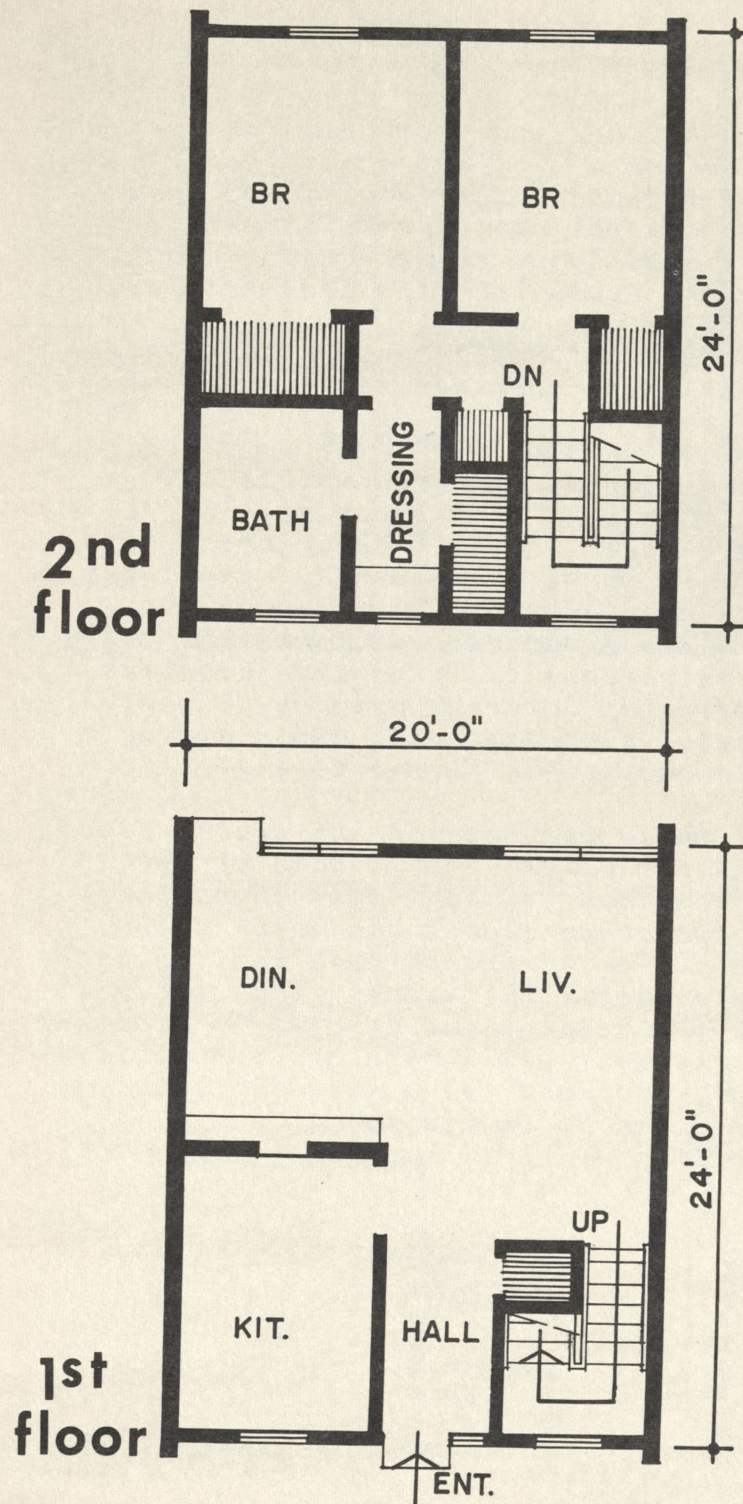
TWO-BEDROOM UNIT

The two-bedroom unit has a total of 960 square feet on two floors, with external dimensions of 20 feet wide by 24 feet deep. The addition of a basement level would afford space for a laundry area, storage, and the possibility of a protected parking area within the structure having internal access.*

On the first floor the combined living-dining room area provides 272 square feet. The kitchen has a floor area of 86 square feet. This is well above the minimum and is an area in which desire for more space was expressed by neighborhood residents. The first floor level also contains an entrance foyer, which provides a certain amount of internal privacy, a coat closet, and the staircase to the second floor.

The second floor contains two bedrooms, four closets and a full bath with an adjoining dressing area. While the total bedroom area is only slightly larger than that required by HUD standards, the additional space afforded by the dressing area relieves much of the pressure on bedroom usage.

* Internal parking would apply only to the Manwaring Street site, where it is made possible by topography.



SCALE: 1/8" = 1'-0"

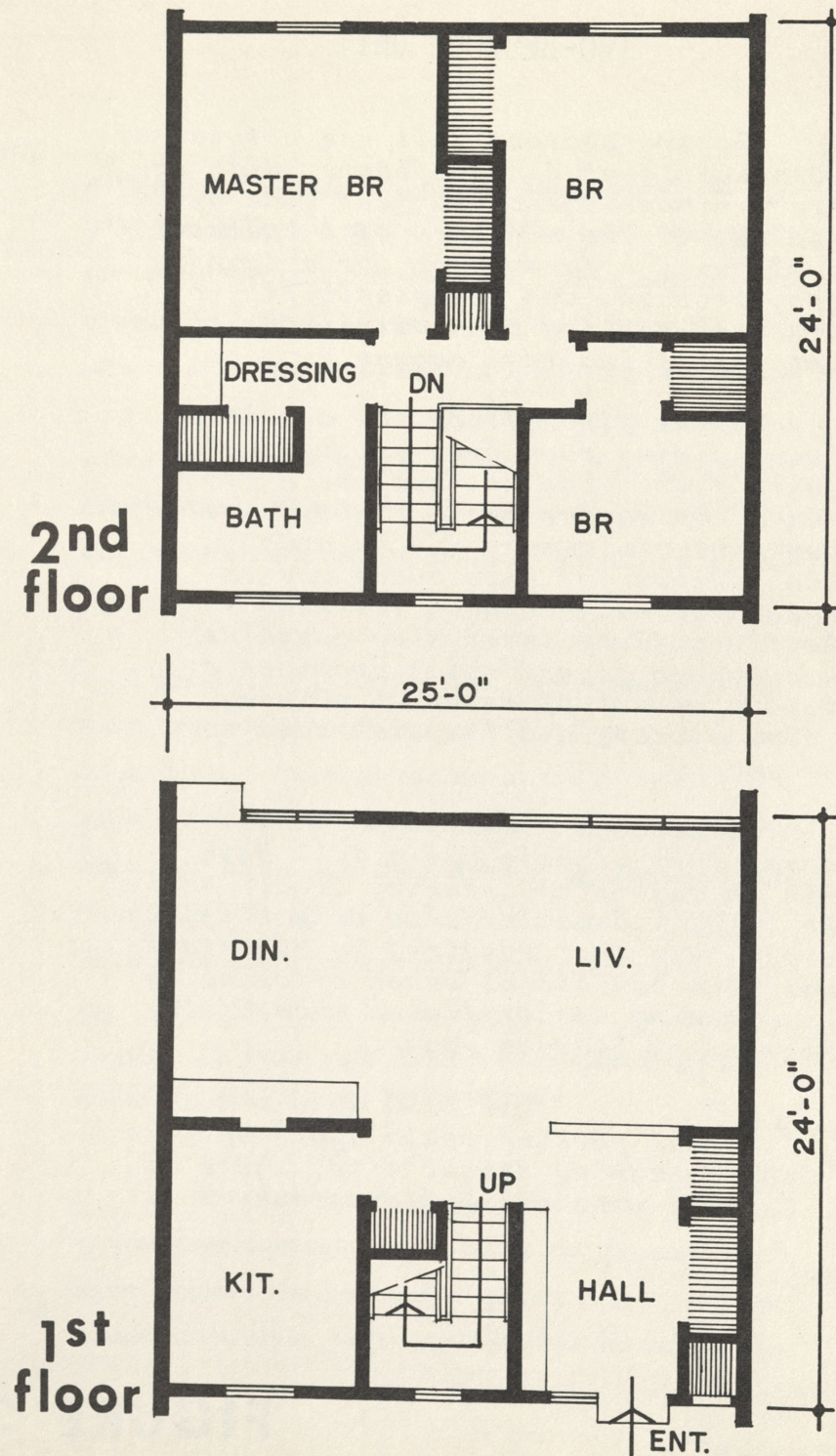
FIGURE 3

THREE-BEDROOM UNIT

The three-bedroom unit has overall dimensions of 25 feet in width, with a 24-foot depth. The total floor area is 1,200 square feet. As in the smaller unit, additional space could be acquired from the inclusion of a basement level.

This unit differs from the others in its basic arrangement in that the stairwell is located to serve as a divider on both levels. The combined living-dining room area totals 288 square feet. The kitchen area is 77 square feet. Both of these areas are above minimum requirements. The first floor also contains an entrance foyer, which along with the divider between the entrance and living area provides a degree of internal privacy, three closets, a powder room, and a storage space accessible from outside.

Three bedrooms on the second floor total 357 square feet. Each of the bedrooms has its own closet, and there are two other closet spaces on this level. The staircase area and the bathroom complete the second floor layout. With the total space devoted to bedrooms in this unit well above minimum requirements, the need for a dressing area was considered to be minor.



SCALE: 1/8" = 1'-0"

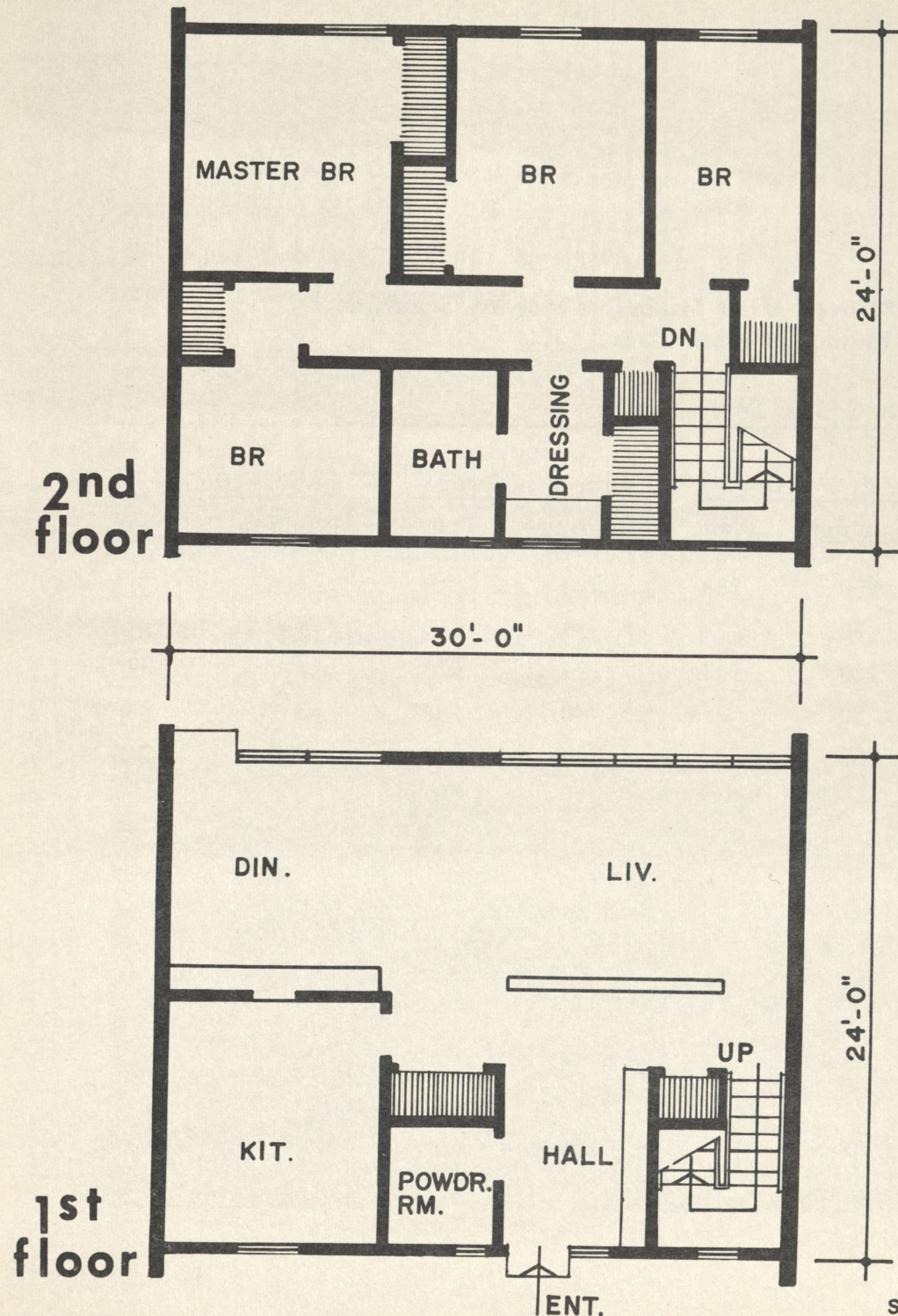
FIGURE 4

FOUR-BEDROOM UNIT

This is the largest of the three unit plans used. It has a total of 1,400 square feet of floor space, with over-all dimension being 30 feet wide by 24 feet deep. The inclusion of a basement level would add significantly to the total space.

On the first floor this unit offers a combined living-dining room area of 319 square feet. It is screened from the entrance foyer by a divider for internal privacy. Off the foyer is a powder room, and there are two closets on this level. The kitchen is spacious, with a floor area of 115 square feet compared to the minimum requirement of 80 square feet in a four-bedroom unit. The staircase is on the wall, as in the two-bedroom unit.

The second floor contains four bedrooms totaling 400 square feet, the smallest being 88 square feet. There is a closet for each bedroom, a linen closet, and an additional closet in the dressing area adjacent to the bath. Again, a dressing area has been provided to help relieve dependency on the bedroom space for some functions.



SCALE: 1/8" = 1'-0"

FIGURE 5

**Comparison of Space Allocations Between HUD Minimum Property Standards
and SCRPA Housing Program Plans**

| <u>Type of Space</u> | <u>Area in Square Feet</u> | | | | | | | |
|--------------------------------|--|--------------|--|-----------------|--|-----------------|-----------------------------|--------------|
| | <u>Living Unit With 2 Bedrooms</u> | | <u>Living Unit With 3 Bedrooms</u> | | <u>Living Unit With 4 Bedrooms</u> | | <u>Least Dimensions</u> | |
| | <u>Minimum*</u> | <u>Plans</u> | <u>Minimum*</u> | <u>Plans</u> | <u>Minimum*</u> | <u>Plans</u> | <u>Minimum*</u> | <u>Plans</u> |
| Combined | | | | | | | | |
| Living-Dining Room | 240 | 272 | 260 | 288 | 280 | 319 | NA | NA |
| Kitchen | 60 | 86 | 70 | 77 | 80 | 115 | 5'4" | 7'6" |
| Bedroom (Primary) ¹ | 120 | 120 | 120 | 143 | 120 | 120 | 9'4" | 10'0" |
| Bedroom (Secondary) | 80 | 96 | 80 | 89 ² | 80 | 88 ² | 8'0" | 8'0" |
| Total Bedroom Area | 200 | 216 | 280 | 357 | 380 | 400 | NA | NA |
| Total Unit Area | | 960 | | 1,200 | | 1,440 | | |

*Source: FHA 2600, MPS, HUD.

¹Primary bedroom should have at least one uninterrupted wall 12 feet in length.

²Smallest bedroom in unit.

serve two purposes: (1) to identify space requirements in the site plans and (2) to give to the non-professional members of the Hem-Shaw Corporation a frame of reference. Final floor plans will be developed by the architect retained by Hem-Shaw.

SITE DESCRIPTIONS

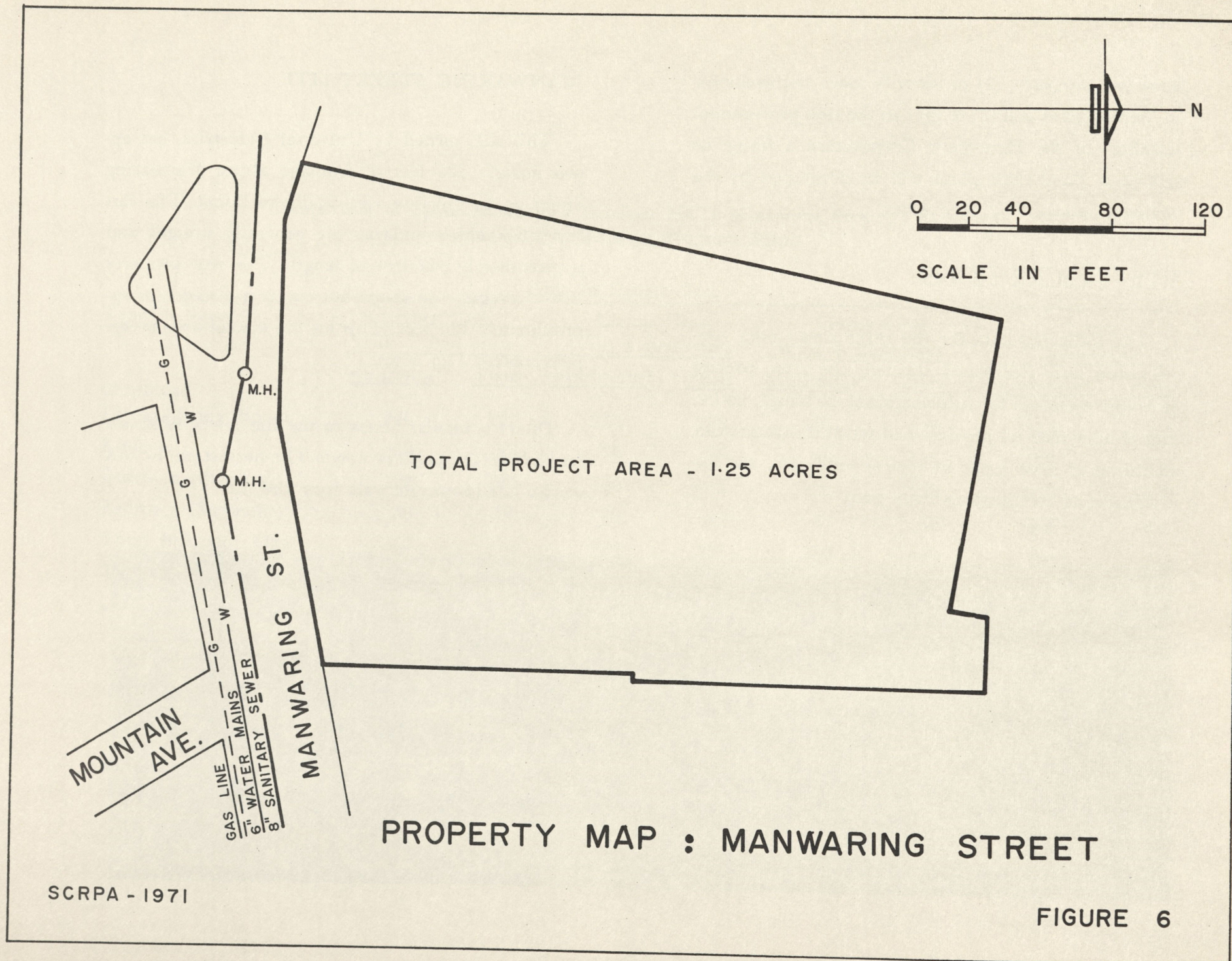
The following data for the three sites under consideration were developed through the same process of public meetings for informational exchange, collection of basic data on physical and social characteristics, allocation of floor space in typical unit sizes, and development of an illustrative site plan.

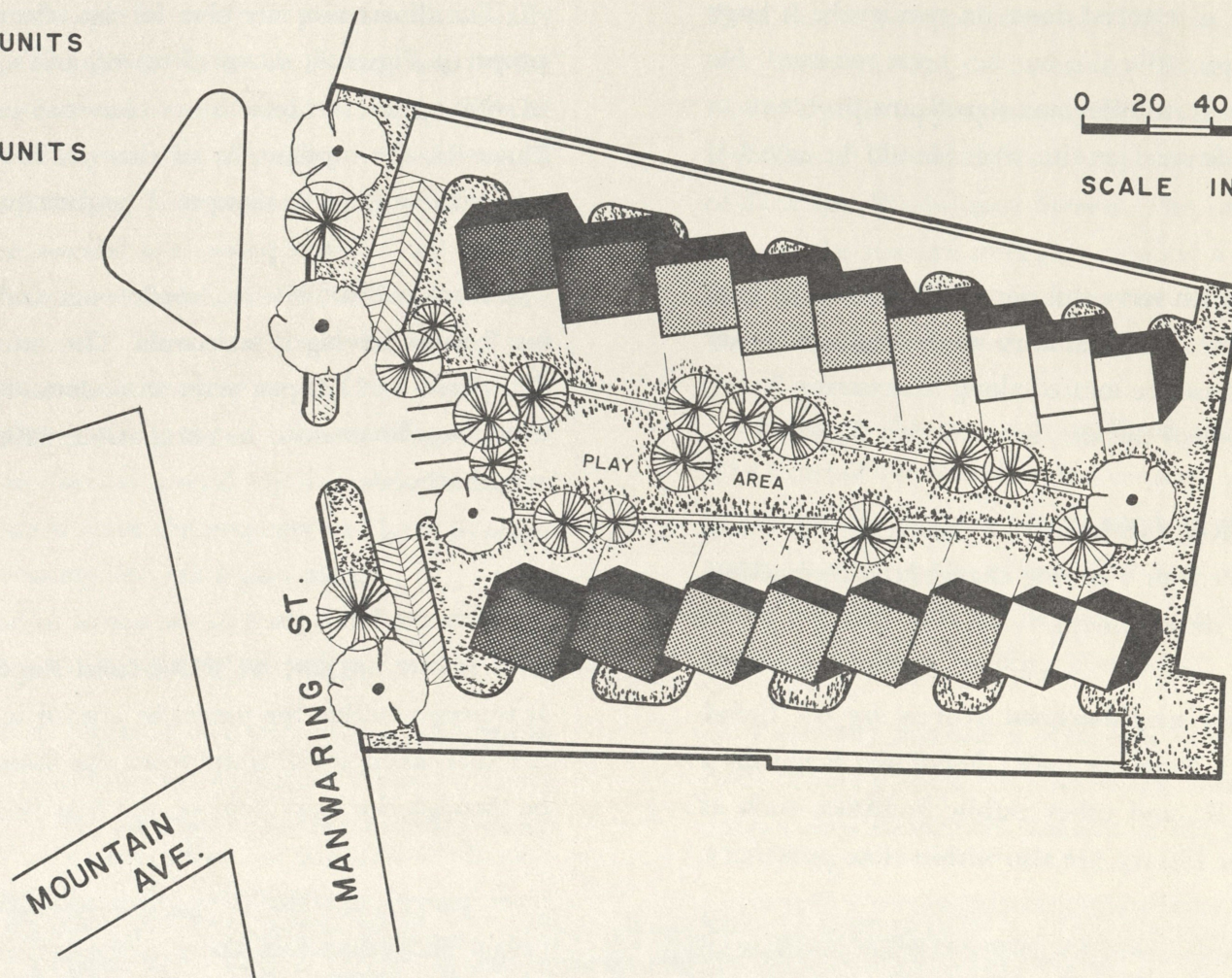
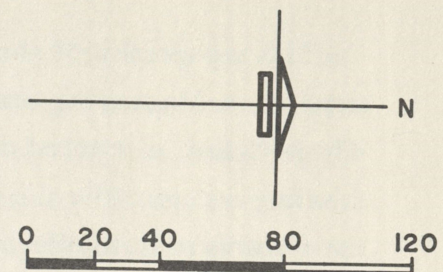
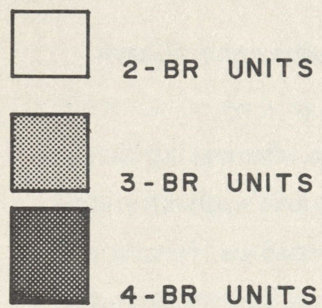
MANWARING STREET SITE

This site, owned by Universal Industries, has approximately 225 feet of frontage along Manwaring Street, at its junction with Williams Street. The east and west side boundaries are generally straight and approximately 312 feet in length. The rear property line is irregular in shape but covers a distance of approximately 126 feet. This lot has a total area of approximately 1.25 acres.

Direct vehicular access to the site is via Williams Street from the south or north. The nearest public bus service is a 15-minute walk from the site.







ILLUSTRATIVE SITE PLAN : MANWARING STREET

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FIGURE 7

The topography of the site is generally a gentle slope from Manwaring Street to the rear boundary. The back area is terraced down on two levels. A large dwelling occupied the site but has been removed. No site features seem to offer any significant problems to development. Several on-site trees should be saved if at all possible.

Utilities which serve this parcel consist of a 6" high pressure gas line, an 8" sanitary sewer, and a 6" water main. All of these are located along Manwaring Street, directly in front of the site, as shown on Figure 6.

Zoning is R-2, two-family and multi-family, which presents no need for a zoning change to accommodate the proposed development.

The nearest neighborhood stores are on Broad Street, about a 5-minute walk; downtown is within a 10-minute walk; and other public facilities, such as schools and the library, are also within close proximity.

The immediate neighborhood can be classified as generally sound. While the site is in the defined Model City Neighborhood, it is north of the designated renewal area; therefore, there are no immediate plans

for any major physical changes in this general area.

The illustrative site plan for the Manwaring Street property, Figure 7, shows 17 townhouse units arranged in what appears to be a rather conventional formation. However, the topography of this site allows for some man-made elevation changes. The distribution of unit sizes on the 1.25-acre parcel is as follows: 4 units having 4 bedrooms, 8 units with 3 bedrooms, and the remaining 5 units having 2 bedrooms. The unit density for this parcel is 13.6 per acre, a moderately low figure which would seem to be compatible with the present neighborhood.

This site lends itself to the use of in-house parking. This is due, in part, to the natural slope of the site. It is proposed that the parcel be graded in such a manner that access to all units from the interior common be through the front door on the first floor level. The rear of the building would be exposed at the basement level, providing access from a common drive into individual parking spaces under each unit, with internal access into the dwelling. A private yard area, which can be enclosed by fencing or vegetation for even greater privacy, is also provided at the rear of each unit.

Space is provided at the head of the common for short-term parking, visitors, deliveries, etc. The common itself is meant to be the focal point, both visually and socially. This area would be maintained by the cooperative organization and could serve as the site for organization-sponsored functions, casual social gatherings or unorganized children's play.

An area at the rear of the parcel could be developed for use as a tot lot. This area could be fenced and equipped with recreational apparatus for small children, especially pre-schoolers. The development of such an on-site facility would eliminate the need for young children to leave the property and have to negotiate street crossings to seek a play area.

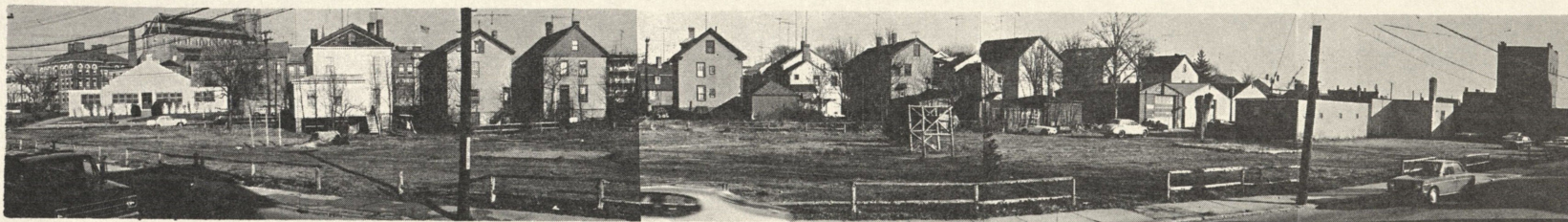
REED AND COIT STREETS SITE

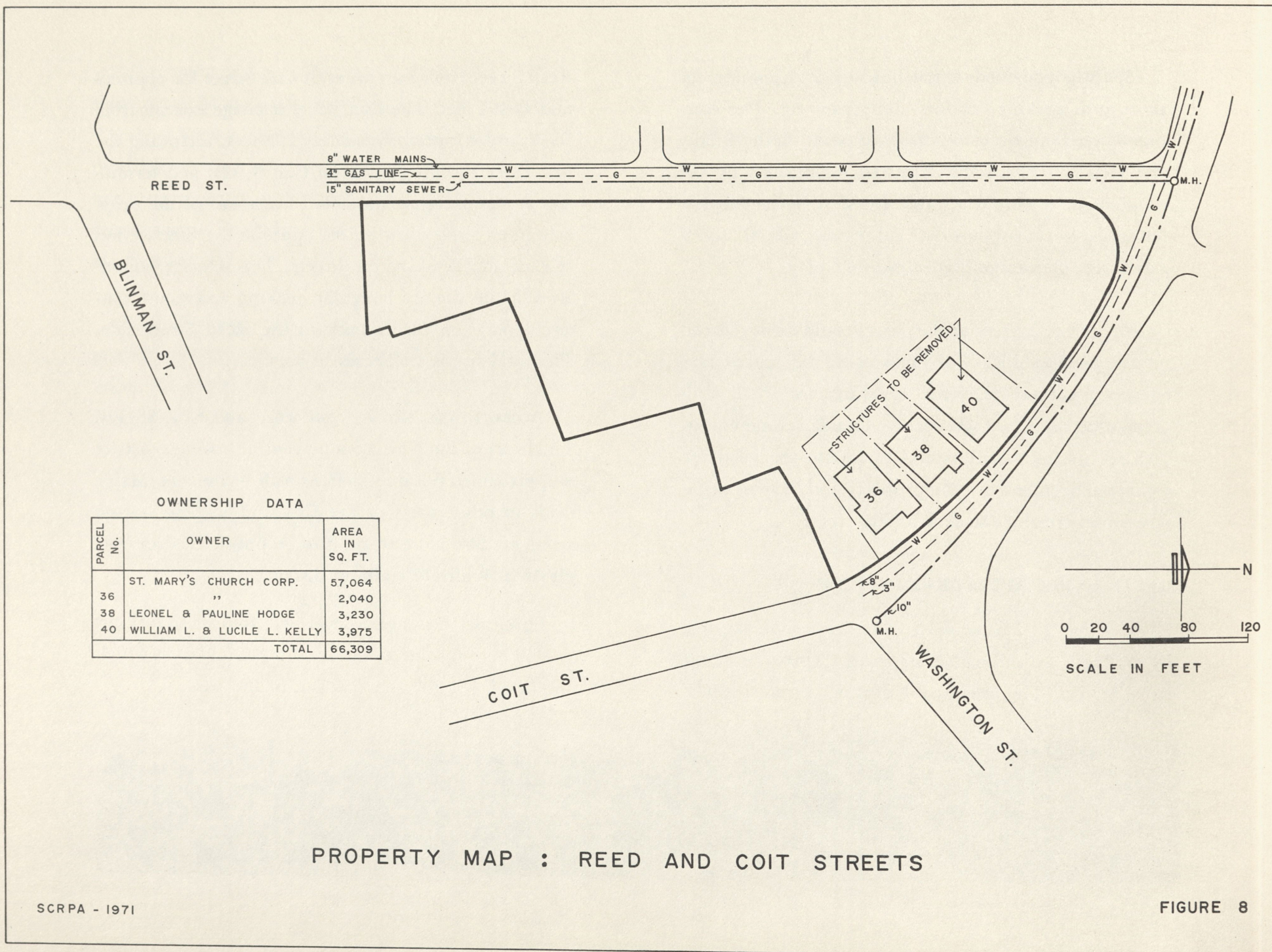
As shown in Figure 8, this site, owned principally by St. Mary's Church, has its main exposure along Reed Street. This western boundary extends along

Reed Street from the corner of Coit Street for approximately 464 feet. The Coit Street frontage extends from Reed Street for approximately 295 feet, including the first three dwelling units on Coit Street, and terminates at a point approximately 31 feet east of the property line of the third house, opposite the intersection of Coit and Washington Streets. The interior boundaries of the site are irregular, making a sawtooth pattern from Coit Street back to the Reed Street side. The total site is 1.52 acres in area.

Access to this site is from Reed and Coit Streets. The heart of the New London central business district is approximately three blocks north of the site. Major roads to other parts of the City and to neighboring towns are also close to the site. A public bus route is within a 5-minute walking distance.

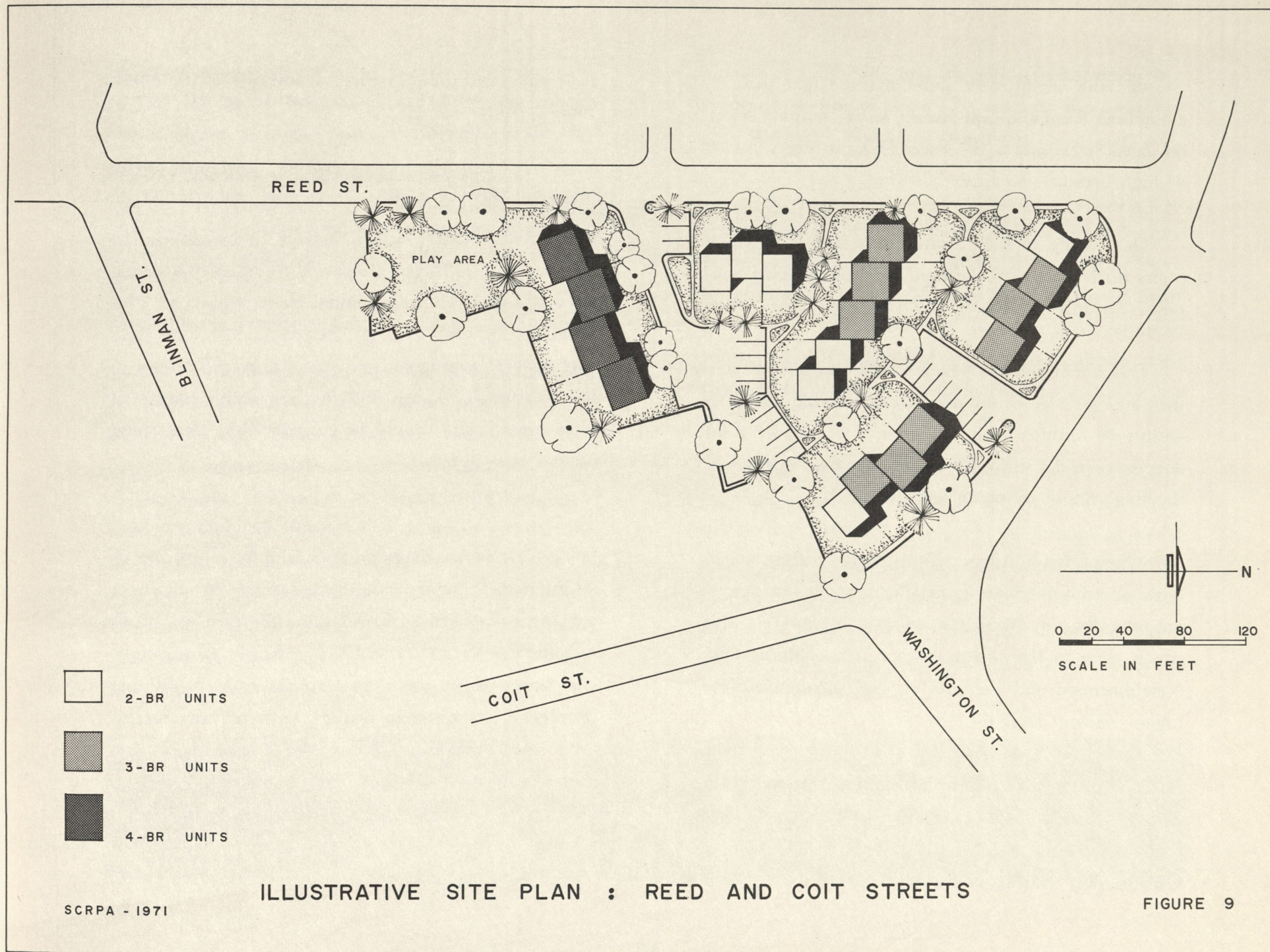
Physically this site is level and void of significant trees. There is some evidence of the foundation which supported a factory on this site in the past.





SCRPA - 1971

FIGURE 8



Available utilities are water mains larger than 6" along both Reed and Coit Streets, an 18" sanitary sewer on Reed Street and a 10" sewer on Coit Street, and a 4" high pressure gas line.

The zoning is R-2, multi-family housing, which offers no restraints to the type of housing being proposed for this parcel.

This site enjoys the best proximity to public facilities and services of all the parcels considered. It is within 10-minutes walking distance of the heart of downtown and within 5 minutes of a good portion of the Bank Street shopping area.

Structural conditions within the immediate neighborhood are mixed. Substantial numbers of structures are basically sound but in need of maintenance. This site is close to the renewal area in the Model City Neighborhood and presents a good opportunity for higher density land use.

As illustrated in Figure 9, this site proposal is for 20 townhouse units. This is a density of slightly more than 13 units per acre. The distribution of unit sizes is as follows: 7 units have 2 bedrooms, 9 units have 3

bedrooms, and the remaining 4 units are of the 4-bedroom variety.

At 13 units per acre, this site is somewhat underutilized. Location of the site alone would seem to dictate a more intensive usage through an increase in the number of dwellings. However, this plan was developed at a time when individual ownership of both lot and building unit was thought possible. A closer scrutiny of local zoning showed that this would be out of the question. The possibility of constructing additional units on this site should be considered in developing a final site design.

The primary site development problem was how best to utilize the irregularities in a large portion of its interior boundary. Another need was for off-street parking space, and with this came the problem of arrangement to avoid as much as possible having units face directly onto paved parking areas. An additional problem of concern in dealing with parking was to avoid creating a throughfare that would become a short-cut for motorists and a safety hazard for residents of the development.

This site plan does not provide a central green area,

but each unit grouping is surrounded by open space so that one group does not stare down the other's throat. Again, as in the previous plan and to be seen in the third plan, thought was given to providing a private area for each family. With a more intensive land usage as suggested earlier, it becomes even more essential that each unit be given this area of privacy.

CRESCENT STREET SITE

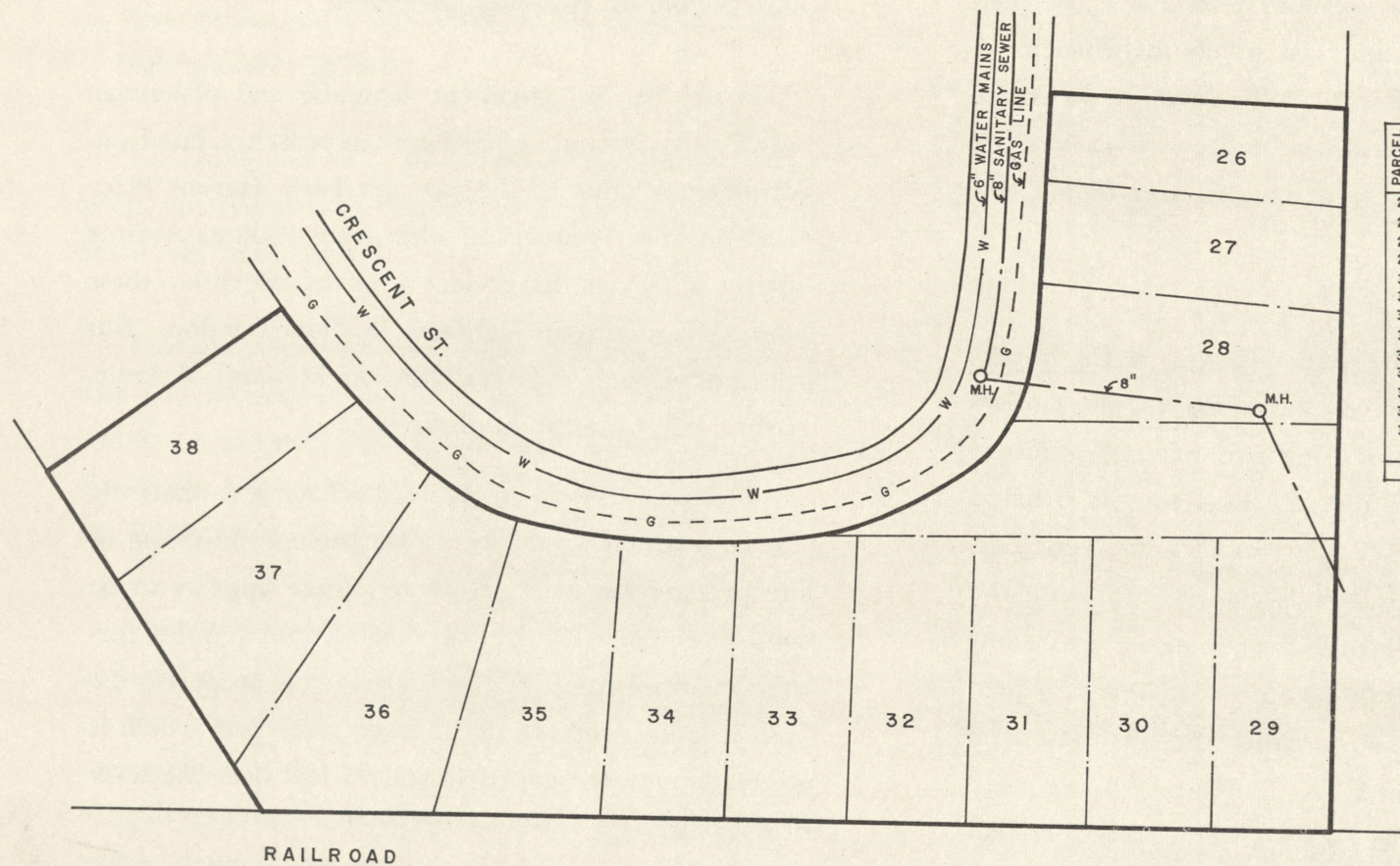
A large portion of this site, shown in Figure 10, is owned by the City of New London, parcel numbers 26 through 36. The remaining two parcels, numbers 37 and 38, are privately owned. This tract is situated on the southern fringe of the Model City Neighborhood. The western boundary is coterminous with the eastern edge of the Crescent Street loop off Riverview Avenue and has a frontage of approximately 520 feet. The eastern boundary runs along the Penn-Central Railroad right-of-way for a length of approximately 440 feet. The north boundary of approximately 300 feet

abuts Caulkins Park, and the southern boundary is a coterminous line of about 170 feet with the Lawrence and Memorial Hospitals property.

Access to this parcel for vehicular and pedestrian traffic alike is from two different approaches: one from Montauk Avenue to the west via Faire Harbor Place to Riverview Avenue, the other from Willetts Avenue to the north via Riverview Avenue. Both of these routes are main throughfares in New London. Bus transportation is still available on Montauk Avenue, within a 5-minute walk of the site.

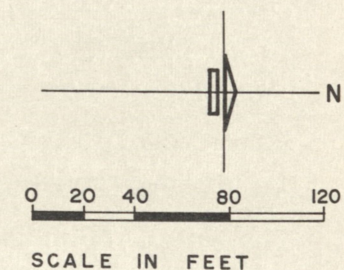
This parcel, with an area of 2.06 acres, is relatively flat land which would seem to involve a minimum of site preparation work. However, there appears to be some problem with drainage that would require further investigation. At the back of the property, the land is banked up for the railroad track bed, which is generally elevated approximately 5 feet over the level of the site.





OWNERSHIP DATA




| PARCEL No. | OWNER | AREA IN SQ. FT. |
|------------------|--------------------|-----------------|
| 26 | CITY OF NEW LONDON | 5,400 |
| 27 | " | 5,400 |
| 28 | " | 6,720 |
| 29 | " | 6,000 |
| 30 | " | 6,000 |
| 31 | " | 6,000 |
| 32 | " | 6,000 |
| 33 | " | 6,000 |
| 34 | " | 6,000 |
| 35 | " | 7,210 |
| 36 | " | 10,350 |
| 37 | LILLIAN B. CLINTON | 12,200 |
| 38 | " | 6,250 |
| ROAD - C OF N.L. | | 10,000 |
| TOTAL | | 99,530 |

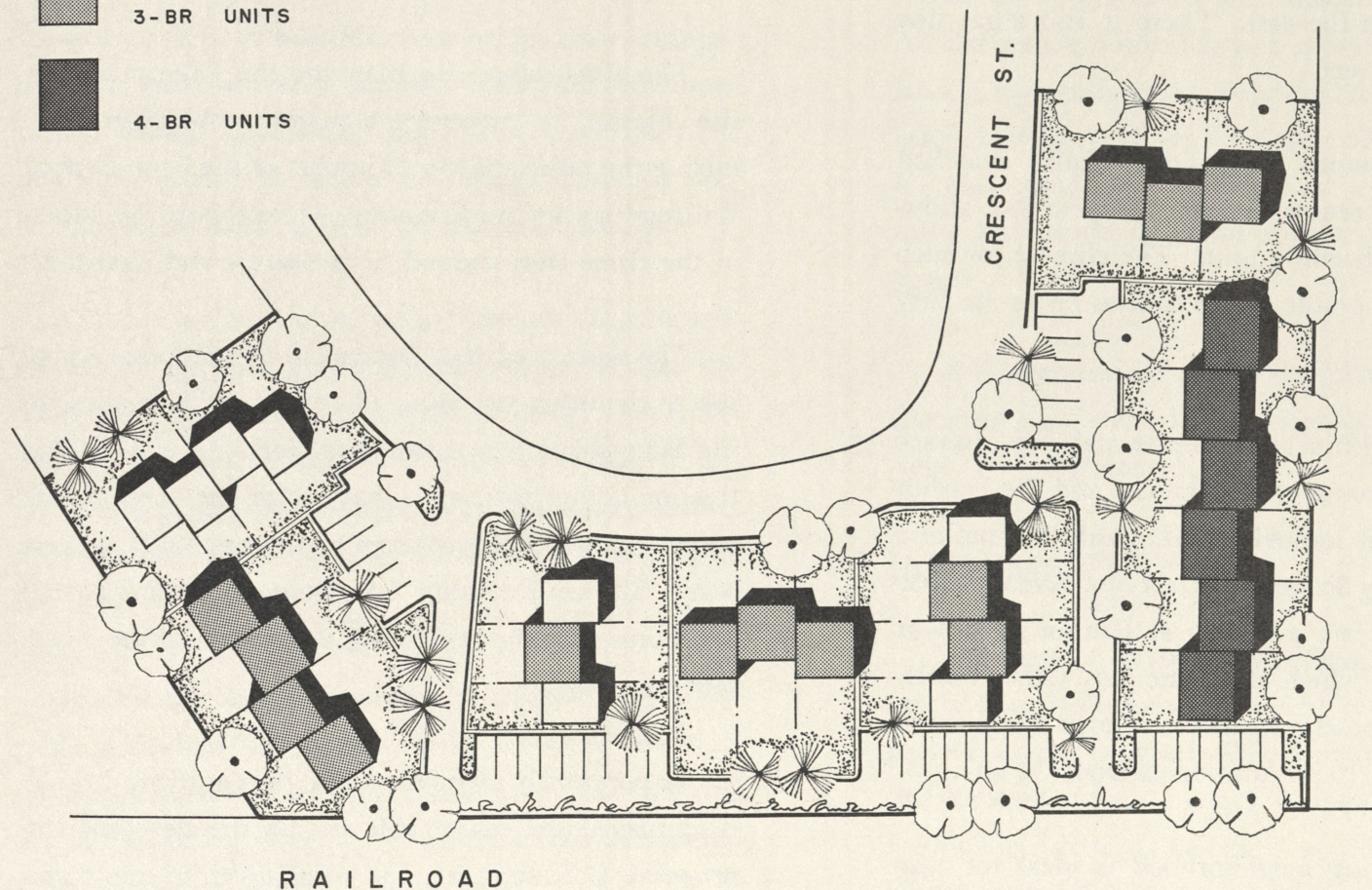
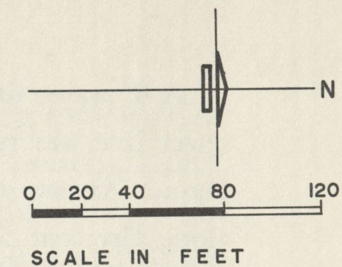


PROPERTY MAP : CRESCENT STREET

SCRPA - 1971

FIGURE 10

-  2-BR UNITS
-  3-BR UNITS
-  4-BR UNITS



ILLUSTRATIVE SITE PLAN : CRESCENT STREET

SCRPA - 1971

FIGURE II

A 6" water line serves this site, and an 8" sanitary sewer line was recently extended into this area from Pequot Avenue to the east. There is also a gas line along Crescent Street.

Zoning is presently R-1, single-family detached units. This would require a zone change to R-2, allowing multi-family dwelling units. The climate for such a change seems favorable at this time as far as the City is concerned.

This site is within a 10-minute walking distance of neighborhood commercial facilities and the Harbor Elementary School located on Montauk Avenue and Waller Elementary School on Riverview Avenue. Recreational facilities are available at Harbor School or in Caulkins Park, which abuts the site. Other public facilities such as beaches, parks and large commercial centers are within 10-minutes drive from the site.

The surrounding neighborhood is ideal for residential development on this parcel, except for the elevated railroad along the eastern boundary. This does present some difficulty by creating a sight barrier and being an annoying source of noise. However, it appears this problem can be overcome by a proper lay-out of

the dwelling units and other architectural means, such as vegetative screening.

The illustrative site plan for the Crescent Street site, Figure 11, presented a major problem in minimizing the noise and visual impact of the Penn-Central Railroad tracks. Additionally, while this is the largest of the three sites studied, it is narrow and elongated.

The density of development in this proposal is similar to the other two sites, 13.1 units per acre. As with the Manwaring Street site, this seems to be a sensible treatment due to the character of the surrounding neighborhood. Twenty-seven townhouse units are proposed. Six units contain 4 bedrooms, 13 units have 3 bedrooms, and the remaining 8 units are of the 2-bedroom variety.

As previously mentioned, the proximity of the railroad played the major role in the site development proposal. Consideration had to be given to sound and sight annoyances. The first step was to have fencing as well as a green barrier to screen the site from the tracks. Placing the majority of the parking area between the screening and the buildings provides an additional buffer zone. As in the other design pro-

posals, this layout was done with an eye toward individual ownership, but as was pointed out earlier, this has proven to be impossible. As a result, final arrangements in space are very flexible. With attention now turned toward producing cooperative developments, many of the needs for space will change, allowing better options in dealing with the railroad problem.

This site is comparable to the Reed and Coit Streets site in that no unit groupings contain more than six units. The groupings are mainly three or four units and are arranged in such a manner as to allow for maximum privacy and minimum exposure to the railroad. In only a few cases do units face a paved parking area.

In this case it was desirable to create a through parking road in the development. However, because its entrance and exit are on the same street only a short distance apart, it does not present an advantageous short-cut to motorists.

This site has drawn some questioning from residents in the immediate neighborhood on its feasibility and use as a housing site. The main objection voiced in a public hearing was that use of this area for hous-

ing would encroach on land now being used as an informal parking area for the adjacent municipal park. An alternative possibility is to provide a portion of the land at the western end of the parcel between Crescent Street and the park for development of a parking area for park users. This would affect only three housing units and would provide approximately 35 parking spaces.

A rearrangement of the site plan could recapture the three units lost without a significant change in the density of this parcel.

IMPLEMENTATION

In March of 1970 the New London City Council passed two resolutions which were to have a significant impact on this program. The first of these designates the Redevelopment Agency as the Housing Site Development Agency. The HSDA applies for and receives grants from DCA to evaluate and purchase land for resale to non-profit sponsors of low and moderate income housing projects. The second resolution passed by the Council designates the Hem-Shaw Development Corporation as the Housing Development Corporation for the City. This action makes it possible for the Hem-

Shaw Corporation to receive funds from DCA for administrative costs and implementation of their program.

It is evident that if a non-profit housing sponsor must meet all of the costs of site acquisition and preparation itself, the total cost will be too high to permit construction of non-profit housing under the HUD 235/236 programs. This problem will be met by acquiring the sites through the Housing Site Development Agency. The HSDA will obtain the land by purchase or donation and, with the approval of the New London City Council, do the preliminary site preparation work. This work would include the demolition of three structures on the Reed and Coit Streets site.

On February 1, 1971, the New London City Council gave its final approval for the HSDA to apply for state grants to acquire the three sites discussed in this report. Submission of this application to DCA for funding is expected in the immediate future.

The HSDA will make the sites available at a write-down to the Hem-Shaw Development Corporation for the construction of low and moderate income housing. The HSDA's re-use appraisals will take into account HUD multiple land costs which will justify any dis-

position at less than the cost of fair market value.

The New London Redevelopment Agency, in its capacity as the HSDA, will be responsible for the relocation and other social services for the four families presently living in the Reed and Coit Streets site area. That agency has liaison with various social agencies within the region to service relocatees.

The present status of the Hem-Shaw Corporation program shows substantial progress and commitment to established goals. The Corporation has hired a full-time director who will coordinate the new housing program along with the Corporation's rehabilitation program. The Corporation has both an architect and housing consultant under contract. A feasibility application for this program was submitted to HUD early in February. Acceptance of this application will constitute conditional commitment by HUD to the implementation of the program outlined in this report.

In summary, the prospects that the proposed program will be carried out appear favorable at this time.

PROGRAM BENEFITS

In trying to analyze what the beneficial effects of this proposed program will be for New London's Model City Neighborhood, two points seem obvious to the average observer. The first of these was the primary goal of the Innovative Housing Program: that housing for the purpose of relocating families displaced by the renewal process should be available before any relocation takes place. This will relieve pressures on both participating agencies and individuals being displaced. Another of the rewards derived from the program will be a visual and physical up-grading within the community through the building of safe and sanitary housing with an architectural style that is individual yet compatible with its surroundings.

Two other benefits of the program may be overlooked by a casual observer but are none the less as valid as the more readily apparent ones.

The first of these is an increase of the city tax base. Although the initial program proposed here may generate only a small increase, the sum of future programs could prove substantial. Two-thirds of the land proposed as housing sites in this report is now tax exempt,

returning nothing to the City. This includes the major portions of the Reed-Coit Streets site owned by St. Mary's Church, excluding parcels 38 and 40, and the major portion of the Crescent Street property, excluding parcels 37 through 38, which is now owned by the City of New London. The third parcel at Manwaring Street is under private ownership but is now unimproved land. If developed, all of these sites would provide a new or expanded source of tax revenue to the City.

The other benefit gained from this program is one which is not easily recognized outside the ranks of those citizens and professionals who have worked closely with the SCRPA Innovative Housing Program. In the past year the staff has gained a substantial amount of knowledge which could best be utilized in a continuing program of concentrated housing assistance. This professional aid could be available and applied throughout the Southeastern Connecticut Region by the Regional Planning Agency. The staff has achieved excellent rapport with all groups with which it has worked and could draw on this experience in serving sponsors in other towns. Discontinuance of this program could prove a waste of available local talent, skilled in the formation and development of housing programs.

APPENDIX

SUMMARY of PRIMARY PROJECT SITES

| SITE LOCATION | Ownership* | Site Size (acres) | Topography** | Utilities*** | Zoning | | Density (units/acre) | Unit Size (No. of BR.) | | | Total Units | Total Parking Spaces | Proximity to Facilities (Walking time in minutes) | | | | |
|--------------------------|-----------------|-------------------|--------------|-------------------|---------|----------|----------------------|---------------------------|-------|-------|-------------|----------------------|--|---------------------|-----|------------|-------------|
| | | | | | Present | Proposed | | 2 BR. | 3 BR. | 4 BR. | | | Schools | Community Stores | CBD | Recreation | Bus Line |
| MANWARING STREET | PR | 1.25 | GS | E W G SS | R-2 | R-2 | 13.6 | 5 | 8 | 4 | 17 | 22 | 5+ | 5 | 10+ | -5 | 15 |
| REED and COIT STREETS | SP and PR | 1.52 | L | E W G SS | R-2 | R-2 | 13.1 | 7 | 9 | 4 | 20 | 21 | 10+ | 5+ | 5+ | 10 | 5 |
| CRESCENT STREET | PU and PR | 2.06 | L | E W G SS | R-1 | R-2 | 13.1 | 8 | 13 | 6 | 27 | 38 | 5+ | 10+ | 30+ | -5 | 5 |

* PR - Private
PU - Public
SP - Semi-Public

** L - Level
GS - Gentle Slope

*** E - Electric
W - Water
G - Gas
SS - Sanitary Sewer

NUMBERS AND TITLES OF NECESSARY
FORMS FOR SUBMISSION OF FEASIBILITY
APPLICATION TO HUD

These are the documents and forms which must be filed with HUD for project feasibility. Approval of this application constitutes conditional commitment on the part of HUD.

Documents:

1. Certificate of Incorporation
2. Bylaws of the Corporation
3. Financial statement on the sponsoring Corporation
4. Statement of interest in the land

HUD Forms:

1. 2010 - Equal Opportunity Employment Certification
2. 2013 - Application for Mortgage insurance
3. 2530 - Previous Multi-Family Participation Certification
4. 3433 - Request for Eligibility as a Non-Profit Sponsor or Mortgagor
5. 3434 - Certificate of Relationships and Non-Profit Motives

EXAMPLES OF TOWNHOUSE DEVELOPMENTS



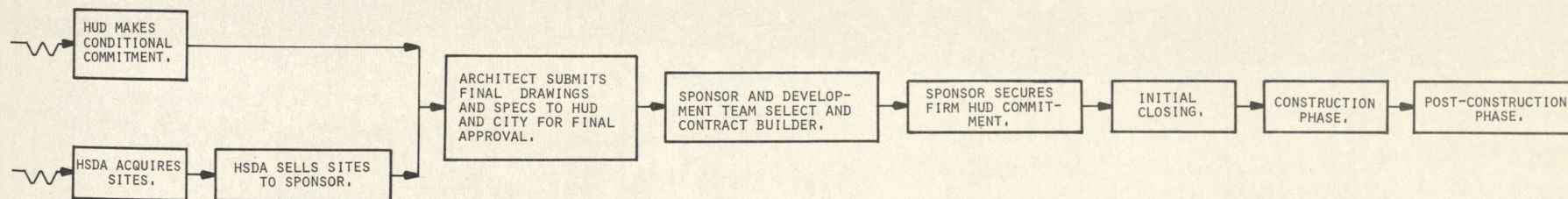
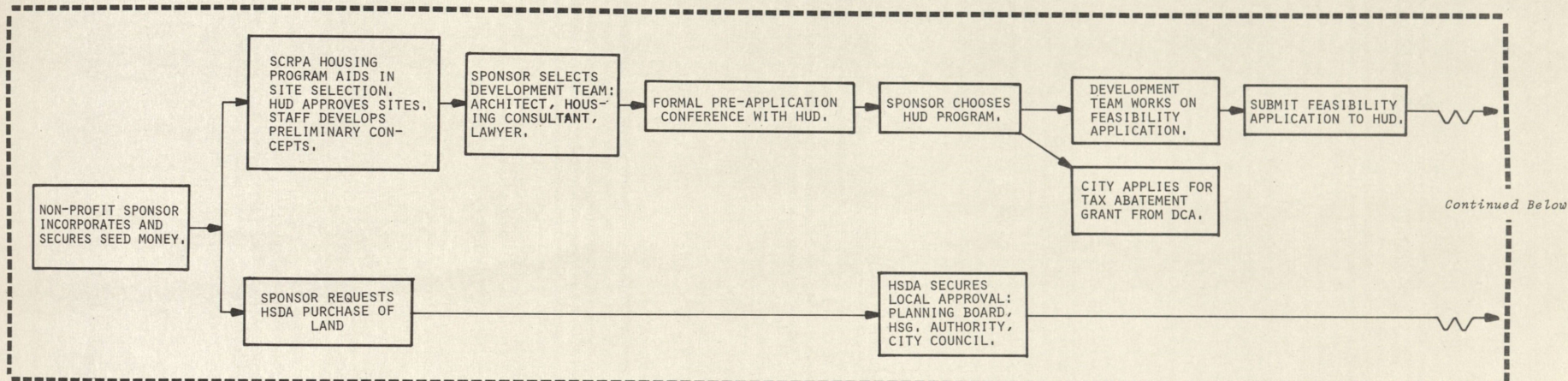
COLUMBIA,
MARYLAND

CROFTON,
MARYLAND



SIMPLIFIED FLOW CHART OF HOUSING PROGRAM

TIME PERIOD OF SCRPA INVOLVEMENT



ABBREVIATIONS:

- SCRPA - Southeastern Connecticut Regional Planning Agency
- HSDA - New London's Housing Site Development Agency
- HUD - U.S. Department of Housing and Urban Development
- DCA - Connecticut Department of Community Affairs

